

**USAID/Burundi**

**Annual Report**

**FY 2004**

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## **Burundi**

### **Performance:**

**Introduction and Background:** Since independence in 1962, Burundi has had a minority government, episodes of civil war and explosions of violence. The 1972 cycle of violence, in particular the reprisal Tutsi government killings of Hutu civilians, was termed “genocidal in nature” by the United Nations. Civil conflict caused major refugee flows in 1972-73, 1988, 1993-94, and a constant stream from 1996 to the present. Currently, there are an estimated 840,000 Burundian refugees in Tanzania, of which more than 350,000 are in refugee camps. There are also nearly 282,000 Burundians that have been internally displaced, while Burundi hosts 40,000 Congolese refugees. Current conflict has been on-going in Burundi since 1996.

Spurred by the peacemaking efforts of Nelson Mandela, nineteen political parties representing all but two factions signed the Arusha Peace and Reconciliation Agreement (APRA) in August 2000. A political agreement, APRA did not include the armed rebel factions of the Forces for Defense of Democracy (FDD) and the National Front for Liberation (FNL), and civil war has continued. Nonetheless, in order to demonstrate strong international interest in achieving peace in Burundi, the donor community pledged a total of \$823 million at the Paris Conference in December 2000 and the Geneva Round Table meeting in December 2001. Additional pledges at the Geneva Donor Conference held in November 2002 brought the total up to \$905 million to support war recovery efforts, but not reaching the \$1.2 billion requested by Burundi.

The Transitional Government took office on November 1, 2001 with Pierre Buyoya as president. On May 1, 2003, as required under APRA, Domitien Ndayizeye, the Hutu vice-president, succeeded him. A multi-ethnic Senate and National Assembly were inaugurated in January 2002. On December 3, 2002 the FDD and the Government of Burundi reached a cease fire agreement, which did not hold. On October, 8, 2003, the CNDD-FDD and the Government of Burundi signed an agreement that called for, among other things, an immediate cessation of hostilities and addressed issues regarding the integration of security forces. This was followed on November 2, 2003 by the signing of a political and military power-sharing Protocol in Pretoria which includes a reshuffle of the Cabinet to integrate the CNDD-FDD into institutions, a technical agreement on forces, transformation of the FDD into a political party, provisional immunity, and a schedule for implementation of the agreement. This signing raises further hopes for the peace process. However, the National Front for Liberation (FNL) has remained outside the current peace process and continues fighting against both the government and the FDD forces causing population displacements, systematic pillaging, and exacting of informal tax by armed groups. The FNL has refused to negotiate with the Hutu-led government, and initiated negotiations in November in Nairobi with a group of Tutsis. Burundians are hopeful that if the full inclusion of rebel groups in the transitional government is realized, Burundi will move from conflict to peace, from relief to development.

The social consequences of conflict, poor governance and dismal economic performance have been grim. School attendance dropped from 52 percent in 1992 to 47 percent in 2000, with over 600 schools destroyed. Infant mortality increased from 100/1000 in 1993 to 156/1000 in 2002, maternal mortality varies between 800 - 1,300 per 100,000 live births, and life expectancy dropped from 55 years in 1993 to 41 years. HIV/AIDS infection rates are about 19 percent in urban areas and 7 percent in rural areas, the overall average is 11%. The single largest influence on the HIV/AIDS crisis in Burundi is the civil war. Large numbers of individuals have fled their homes and live in high density situations with desperate poverty, where food is the first preoccupation, income is second, and health is third. There are an estimated 230,000 AIDS orphans, 25,000 war orphans, 14,000 child soldiers, 5,000 street children, and 5,000 child-headed households. Burundi's UN Human Development Index declined from 0.341 in 1992 to 0.288 in 1999, ranking it 170 of 174 countries.

U.S. Interests and Goals: The FY 2001-2003 Burundi Mission Performance Plan's foremost priority is "to break the cycle of civil wars and massive killings by supporting the Burundian peace process, democratization, and protection of human rights." USG priority foreign policy interests in Burundi also include combating HIV/AIDS, promoting trade and investment, fostering the rule of law, supporting human capacity development, and encouraging policy reform needed to underpin social and economic development. USAID's assistance during FY03 addressed U.S. goals through support to democratization, health improvement, economic development, and grass roots peace initiatives. Through USAID/REDSO and USAID/OTI interventions, the U.S. Mission to Burundi encourages all parties in the conflict to work toward a cease-fire and to establish participatory governance and a state capable of responding to the needs of the Burundian people. Through USAID/OFDA and USAID/FFP assistance, humanitarian needs will continue to be met, and it is anticipated that the need will remain substantial as the conflict continues. It is anticipated that in a post-conflict setting USAID/OFDA and USAID/FFP efforts will intensify over the short-term as a substantial increase in humanitarian assistance will be required.

USAID's strategy in Burundi for FY03 has been consonant with the Agency goals of:

- # 1 - Broad-based economic growth and agricultural development encouraged
- # 2 - Democracy and good governance strengthened
- # 4 - World population stabilized and human health protected
- # 6 - Lives saved, suffering associated with natural or man-made disasters reduced, and conditions for political and/or economic development reestablished.

Beneficiaries: Male and female farmers benefit from the agriculture revitalization program, in terms of both food and income. DCHA/FFP provided food aid to an average of 584,000 Burundians per month in 2003. In addition to relief feeding, food is provided to children in nutritional feeding centers, refugees and returnees, and vulnerable people in social centers, including those affected by HIV/AIDS. The HIV/AIDS prevention and awareness campaigns and condom distribution now cover all seventeen provinces, and awareness messages are transmitted through a variety of media, including radio, theatre, music concerts, posters and sporting events. Young people who are vulnerable to manipulation by the elite to incite violence are the focus of activities which include conflict resolution training, giving them a positive role to play in the community. Women's groups and community organizations are becoming active in civil society. Legal groups are successfully lobbying for the passage of legislation mandated by the APRA, and providing mobile legal assistance for land tenure and human rights cases. USAID-supported independent radio now has a transmitter capacity to reach a regional audience, including eastern Congo and refugee camps in western Tanzania, informing the audience on human rights, the progress of the peace process, inheritance rights of women, land tenure issues, HIV/AIDS, legal assistance, and peace and reconciliation.

Challenges: The continued fighting between rebel factions and the government in Burundi is a substantial challenge to the success of USAID's program. Population displacements and general insecurity interfere with sustained efforts of USAID partners to promote a peaceful transition. 2003 has been no less violent than previous years. Following the cease-fire agreement signed between the FDD and government of Burundi on December 3, 2002, negotiations continued throughout the year to work out a power sharing agreement between the FDD and the government, which was signed November 2, 2003. However, the FNL remains outside the agreement, and their attacks in Bujumbura Rurale have displaced large numbers of people.

A second major challenge is the Disarmament, Demobilization, and Reintegration of armed rebels and army. The African Mission in Burundi (AMIB) forces are now present to police the cantonment areas in Burundi.

Finally, economic revitalization is confronted by significant challenges. In 2002 the gross domestic product per capita was less than \$84. Cash crops constitute only 9% of the agricultural output, of which coffee generates 80% of the total export earnings, which have declined along with the international prices of coffee. Ninety percent of the population practices subsistence farming, but with a population of 6.8

million each household has only 0.5 hectares of land. Burundi already has the second highest population density in sub-Saharan Africa, and with a population growth rate of 2.9% annually, it will double in 25 years. Seventy percent of the population is below the poverty level, with the highest incidence among farmers. Burundi's external debt in November 2002 was \$1.1 billion and debt servicing absorbed 18% of budget revenues. In 2000, 2001 and 2002, \$982 million in assistance was pledged, but at the end of 2003 only \$185 million had been disbursed because many donors linked their pledges to a cease-fire.

Even absent the woes generated by poor governance, civil conflict and environmental degradation, Burundi's development challenges would be daunting. Sanctions imposed by the international community furthered Burundi's economic decline. Foreign aid fell from \$300 million in 1993 to \$48 million in 2001. With little trade and finance, the economy stagnated. There was a significant deterioration of macroeconomic balances, including a more than doubling of external debt arrears from 1996 to 1999. There was also a worsening of poverty. By 2001, 70 percent of the population was below the poverty level, compared with 40 percent in 1994. The incidence of poverty is highest for farmers and lower for public sector and private formal sector workers. Self-sufficient in food before the civil conflict, Burundi's food production in 2000 was markedly lower than its pre-conflict levels. The economy, dominated by agriculture, which employs 90% of the labor force, regressed by 18 percent during the same period. In January 1999, the sanctions were lifted to prevent further deterioration.

As noted last year, the continued applicability of section 508 of the Foreign Assistance Act that, absent a waiver, prohibits bilateral assistance to the government of Burundi and places constraints on the assistance provided. USAID/OTI initiated a program in FY02 that, given their notwithstanding authority, allows targeted assistance to the government in Burundi.

**Key Achievements:** Despite continued conflict throughout the countryside, substantial progress has been made under the three new strategic objectives. USAID activities supported Burundi's implementation of the Arusha Peace and Reconciliation Agreement, and sustained vulnerable groups severely affected by the conflict. The Office of Transition Initiatives continued a program of training new Burundian legislators, public outreach activities. It supported indigenous civil society groups, the media and the transitional government to increase active and informed discussions among people of diverse ethnic groups about common public issues, and to encourage government institutions at all levels to be more transparent and accountable. It also provided 72 small grants to encourage popular support for the APRA. USAID-funded Studio Ijambo produced 27 hours of radio programming each week on peace and reconciliation, for broadcast on seven radio stations. Studio Ijambo, with both Hutu and Tutsi journalists, expanded its technical and material support to radio stations in eastern Congo and Tanzania to provide regional news coverage. The independent radio station Isanganiro, which has completed its first year on air, broadcasts 105 hours weekly in three languages on themes from news and AIDS awareness to peace, reconciliation and human rights. Hutu and Tutsi women have been trained to act as peacemakers in communities and in the camps of displaced people. A focus on youth, youth organizations, and young elite, whose activism forewarns of increases in community violence, reduced instances of ethnic violence perpetrated by young people. Civil society organizations developed a greater understanding of democratic governance and the Arusha Accords. Legal specialists were trained on domestic law issues, a review of case law on women's property rights was published, and a Guide to APRA was published in Kirundi. Joint workshops were organized to gain insights from truth and reconciliation commissions in five other countries and how to apply them to Burundi.

USAID's support for maternal and child health provided over 90% coverage of immunizations, treated cholera and shigellosis, distributed oral-rehydration salts, micro-nutrients, and 5 million iron/folic acid doses to prevent anemia in pregnant women. USAID trained 1,043 traditional birth attendants in nine provinces and provided them with hygienic kits for safe deliveries and the knowledge to refer cases with complications, which produces a 30% increase in the number of referrals. Malaria is a major health problem, exacerbated by population displacements. With USAID funding, a national plan for malaria control has been launched, including promotion of insecticide-treated mosquito nets and a revised drug policy. USAID trained 104 HIV/AIDS peer educators, who will in turn train many more about AIDS, and conducted educational presentations for 160 Lutheran parishioners and 10,745 community leaders, youth, displaced people and women with multiple sex partners. Messages about AIDS and condoms

were transmitted through radio programs, posters, pamphlets, billboards, stickers, T-shirts, and baseball hats. Sales outlets for condoms increased from 729 in 2002 to 993 in 2003. Condom sales through this community-based distribution system, surpassed the goal of 1.8 million by 13%. A program focused on care support and treatment of people with HIV/AIDS and improvement of infrastructure and health systems was begun in 2003.

USAID-supported agricultural activities targeted 16,000 households, and 180 pilot farmers produced 285 hectares of improved crops with an input of 12 tons of fertilizers and some pesticides. Fifty hectares of hillside were planted with 500,000 plants along with training in anti-erosion techniques, rotating credit schemes. Also, seed multiplication techniques were improved and 30 agricultural associations were formed.

In FY 2003, USAID/OFDA provided more than \$10 million in humanitarian assistance. The OFDA Burundi program responded to needs in nutrition, emergency health, food security, water and sanitation, and non-food items, while strengthening the capacity of early warning and crisis management structures to respond rapidly to new crises. DCHA/FFP provided food aid to an average of 584,000 beneficiaries per month in 2003, through World Food Program's Great Lakes Regional Protracted Relief and Recovery Operation (PRRO). In addition to relief feeding, WFP provided food to nutritional feeding centers, refugees and returnees and vulnerable people in social centers, including those affected by HIV/AIDS. The U.S. is the largest contributor to WFP's Burundi country program. In 2003 the FFP contribution totaled 41,660 Metric Tons valued at \$24 million. However, WFP estimates that 287 out of 747 planned distributions in 2003 were cancelled because of insecurity.

**Conflict:** Conflict is the operative factor that affects every USAID intervention in Burundi. Conflict has rendered many parts of the country inaccessible and occasionally threatened the capital, Bujumbura. Civilians have been caught in the crossfire or specifically targeted. Given the continuing instability and conflict, an increase of violence remains a possibility. While a successful or unsuccessful coup has been identified as a possible trigger for a rapid slide into widespread violent conflict that could jeopardize continued implementation of APRA, other triggers include the departure of the South African Protection Force following a series of incidents where they are specifically targeted, or the assassination of important political leaders on either or both sides that would not be part of a serious coup attempt. USAID has developed a scenario-based interim strategic plan that would allow for a shift in program implementation if the situation deteriorates, improves, or remains static.

**Gender:** Burundi suffers from a gender divide. Women and girls, who have traditionally been disadvantaged (e.g., excluded from decision-making, lower school enrolment and literacy rates), have suffered even more from the conflict. Violence against women has risen with the war, and the 44 percent of households in refugee camps headed by women are more vulnerable to poverty. The new strategy incorporates gender issues into each of the new strategic objectives.

**Trade Capacity:** Burundi is a participating member of the Eastern African Fine Coffees Association (EAFCA). The organization's mission is to establish and promote partnerships and networks among those interested in quality coffee production, processing and marketing in the Eastern Africa coffee-growing region. USAID/REDSO's Office of Food Security has set up a Global Development Alliance with FY02 funds to provide support to EAFCA.

**Country Close and Graduation:**

## **Results Framework**

**695-005 Foundation for a peaceful transition in Burundi established**

**695-006 Good Governance Enhanced**

I.R. 6.1 Transitional institutions and peace process strengthened

I.R. 6.2 Civil Society participation increased

**695-007 Food Security Enhanced**

I.R. 7.1 Vulnerable groups receive effectively targeted assistance

I.R. 7.2 Increased opportunities provided for productive livelihoods

I.R. 7.3 Sustainable natural resources management practices adopted

**695-008 Access to Basic Services Improved**

I.R. 8.1 Increased availability of client-oriented health services

I.R. 8.2 HIV/AIDS & infectious disease prevention, care and support programs expanded

I.R. 8.3 Safe water and sanitation more widely available